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ABSTRACT

The Third International Conference on Adult Education focused on: (1) trends in adult education during the last decade, (2) functions of adult education in the context of life-long education, and (3) strategies of educational development in respect to adult education. The report of the United States delegation covers the following topics: (1) Title, Site, and Dates of the Conference, (2) Background, (3) Agenda and Schedule, (4) Participants, (5) U. S. Delegation, (6) Organization of the Conference, (7) Work of the Commissions, (8) Work of the Conference, (9) Future Meetings, (10) Republic of Korea Confrontation with Cuba, (11) Activities of the United States Delegation, (12) Conclusions of the United States Delegation, (13) Conference Summary and Conclusions, (14) Recommendations of the United States Delegation, and (15) Annexes. (CK)

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REPORT

of the

UNITED STATES DELEGATION

to the

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

THIRD INTERNATIONAL CONFERENCE ON ADULT EDUCATION

Tokyo, Japan

July 25 - August 7, 1972

Submitted to the SECRETARY OF STATE

Robert M. Worthington
Chairman of the Delegation

November 1972

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REPORT OF THE UNITED STATES DELEGATION

1. The Third International Conference on Adult Education, which was convened by the United Nations Educational, Scientific and Cultural Organization (UNESCO), was held in the Tokyo Prince Hotel, in Tokyo, Japan, from 25 July to 7 August 1972.

2. Background of the Conference:

The Conference was called in pursuance of resolution 1.31 adopted by the General Conference of UNESCO at its sixteenth session in Paris in 1970.

The focus of the Conference was -

(i) to examine the trends in adult education during the last decade;

(ii) to consider the functions of adult education in the context of life-long education; and

(iii) to review the strategies of educational development in respect to adult education.

Eighty-two Member States and three Non-Member States sent delegations to participate in the Conference. The Conference was also attended by representatives from three organizations of the United Nations system and observers from thirty-seven inter-governmental and non-governmental organizations.

The present Conference was the third of a series. The first international conference on adult education was held in Elsinore, Denmark, in 1949 and the second in Montreal, Canada, in 1960.

The two preceding conferences have played an outstanding role in fostering the development of adult education in Member States. The Elsinore Conference, held in 1949, when the world was still recovering from the devastation caused by the Second World War, marked a momentous stage in the evolution of official and professional thinking about the aims and application of adult education and also stimulated an unparalleled amount of international co-operation during the 1950s. The Montreal Conference laid the foundations for a steady expansion of adult education services during the 1960s and made a vital contribution to the emergence in many countries of professional cadres of adult educators.

In preparing for the Tokyo Conference, Member States were encouraged, in accordance with the wish expressed by the General Confernce of UNESCO at its sixteenth session, to appoint working groups or to institute national inquiries for the purpose of providing basic information on the present status and scope of adult education, presenting their views on future prospects and furnishing information about flourishing forms of international co-operation. Working groups were formed in 38 Member States, of which 28 submitted detailed reports to the Secretariat.

In July 1971, the UNESCO Secretariat sent a questionnaire to all Member States and Associate Members of UNESCO requesting information about key aspects of the provision and practice of adult education and its relationship to national systems of education and to national socio-cultural, economic and political objectives. The secretariat received replies from eighty-eight Member States and one Associate Member. Some of the replies were exceptionally comprehensive.

In preparation for the Conference, UNESCO National Commissions, non-governmental organizations and national associations and institutions arranged meetings and seminars. In the aggregate these various preparatory measures generated much discussion at the Tokyo Conference and produced an imposing array of source material about current trends and problems, including an original list of 118 draft resolutions.

On the basis of (a) material culled from the questionnaire replies, (b) the reports of the national working groups, and (c) advice received from the International Advisory Committee, the UNESCO Secretariat prepared the following two main documents for the Tokyo Conference:

UNESCO/CONFEDAD/4 A Retrospective International Survey of Adult Education: Montreal 1960 to Tokyo 1972

UNESCO/CONFEDAD/5 Adult Education in the Context of Life-Long Education

In addition to the questionnaire, the United States prepared a special report, Perspectives of Adult Education in the United States and A Projection for the Future, for distribution at the Conference.

3. Agenda and Schedule of the Conference

Tuesday 25 July	Morning	Plenary - Inaugural meeting - Item 1 - Opening of Conference - Item 2 - Election of the President - Item 3 - Adoption of the Rules of Procedure - Item 4 - Election of the Vice Presidents and the Rapporteur-General - Item 5 - Adoption of the Agenda
	Afternoon	Plenary - Item 6 - Main Trends in Adult Education during the Past Ten Years (Analysis and Major Problems) - Item 7 - Adult Education as a Factor in the Democratization of Education and in Economical, Social and Cultural Development. Its Role and Place in Integrated Educational Systems within the Context of Life-Long Education.
Wednesday 26 July	Morning	Plenary - Item 6 - Continued Item 7 - Continued
	Afternoon	Plenary - Item 6 - Continued (Submission of draft - Item 7 - Continued recommendations on items 6 and 7 to the Secretary-General of the Conference)
Thursday 27 July	Morning	Plenary - Item 6 - Continued - Item 7 - Continued
	Afternoon	Plenary - Item 6 - Continued - Item 7 - Continued
Friday 28 July	Morning	Commission I - Item 8.1 - Planning, Administration and Financing Commission II- Item 8.2 - New Methods and Techniques: Utilization of Major Communication Media
	Afternoon	Commission I - Item 8.1 - Continued Commission II- Item 8.2 - Continued

Saturday 29 July	Morning) Afternoon)	No Conference sessions were scheduled, permitting committees to screen resolutions.
Sunday 30 July	Morning) Afternoon)	No Conference sessions were scheduled, permitting drafting committee to continue work on draft resolutions.
Monday 31 July	Morning	Commission I - Item 8.1 - Continued
		Commission II - Item 8.2 - Continued
	Afternoon	Commission I - Item 8.1 - Continued
		Commission II - Item 8.2 - Continued
Tuesday 1 August	Morning	Commission I - Item 8.4 - Development of Adult Education through international cooperation
		Commission II - Item 8.3 - Mobilization and Training of Personnel Required for the Expansion of Adult Education
	Afternoon	Commission I - Item 8.4 - Continued
		Commission II - Item 8.3 - Continued
		(Submission of draft recommendations on items 8.3 and 8.4 to the Secretary-General of the Conference)
Wednesday 2 August	Morning	Commission I - Item 8.4 - Continued
		Commission II - Item 8.3 - Continued
	Afternoon	Commission I - 8.4 - Continued
		Commission II - Item 8.3 - Continued
Thursday 3 August	Morning	Plenary - Discussion of the Report and Recommendations of Items 6 and 7
		Plenary - Continued
Friday 4 August	Morning) Afternoon)	No Conference sessions were scheduled, permitting drafting committee to work on draft final report.

Saturday 5 August	Morning	Commission I	- Adoption of the report and recommendations on Items 8.1 and 8.4
		Commission II	- Adoption of the report and recommendations on Items 8.2 and 8.3
	Afternoon	Commission I	- Continued
		Commission II	- Continued
Sunday 6 August	Monday Afternoon)	No Conference sessions were scheduled, permitting drafting committee to complete draft final report.	
Monday 7 August	Morning	Penary	- Adoption of draft Final Report and Recommendations of the Conference
	Afternoon	Plenary	- Closure

4. Participants of the Conference:

a. Eighty-two Member States Were Represented by 241 Official Delegates:

Afghanistan	1
Algeria	1
Argentina	3
Australia	4
Austria	3
Belgium	2
Bolivia	2
Brazil	6
Bulgaria	3
Byelorussian Soviet Socialist Republic	2
Burundi	1
Canada	6
Central African Republic	1
Chile	1
Columbia	1
Cuba	4
Czechoslovakia	4
Denmark	11
Arab Republic of Egypt	3
Ecuador	5
Finland	6
France	6
Gabon	1
Federal Republic of Germany	10
Ghana	3
Greece	2
Guatemala	1
Hungary	4
India	1
Indonesia	1
Iran	5
Iraq	3
Israel	4
Italy	4
Ivory Coast	5
Jamaica	3
Japan	9
Jordan	1
Kenya	3
Khmer Republic	2
Republic of Korea	2
Kuwait	2
Laos	2
Libyan Arab Republic	4

Madagascar	2	
Malawi	2	
Morocco	1	
Mexico	1	
Netherlands	2	
New Zealand	2	
Nicaragua	2	
Nigeria	7	
Norway	4	
Pakistan	1	
Peru	2	
Philippines	5	
Poland	3	
Qatar	2	
Saudi Arabia	4	
Senegal	2	
Singapore	2	
Spain	1	
Sri Lanka	1	
Sweden	6	
Switzerland	4	
United Republic of Tanzania	3	
Thailand	3	
Tobago Trinidad	1	
Turkey	1	
Uganda	2	
Ukrainian Soviet Socialist Republic	2	
Union of Soviet Socialist Republic	3	
United Arab Emirates	2	
United Kingdom of Great Britain	6	
United States of America	11	
Uruguay	1	
Venezuela	7	
Republic of Viet-Nam	2	
Yugoslavia	1	
Zaire Republic	1	
Zambia	1	(Total 241)

b. Observers from 3 Non-Member States of UNESCO:

Bangladesh	3	
Botswana	1	
Holy See	4	(Total 8)

c. (i) Representatives from 3 Organizations of the United Nations Systems:

Food and Agriculture Organization of United Nations	1	
International Labour Organization	2	
United Nations Development Programme	1	(Total 4)

(ii) Representative from Intergovernmental Organization:

Ibero-American Bureau of Education	(Total 1)

(iii) Representatives from 36 International Organizations:

Associate Country of the World	1
Commission of the Churches on International Affairs	1
International Alliance of Women	1
International Association for Educational and Vocational Guidance	1
International Association of Art	1
International Association of Universities	1
International Confederation of Catholic Charities	2
International Confederation of Free Trade Unions	5
International Congress of University Adult Education	2
International Co-operative Alliance	2
International Council of Social Democratic Women	1
International Council of Women	2
International Council on Correspondence Education	1
International Federation of Library Associations	1
International Federation for Parent Education	1
International Federation of University Women	2
International Film and Television Council	1
International Council of Music	1
International PEN	1
International Planned Parenthood Federation	2
International Theatre Institute	1
International Union of Socialist Youth	1
International Union of Students	2

Pan-Pacific and Southeast Asia Women's Association	1	
Pax Romana - International Movement of Catholic Students - International Catholic Movement for Intellectual and Cultural Affairs	1	
United Towns Organization	1	
Women's International Democratic Federation	1	
Women's International League for Peace and Freedom	1	
World Alliance of Young Men's Christian Associations	1	
World Assembly of Youth	1	
World Confederation of Labour	2	
World Confederation of Organizations of the Teaching Profession	1	
World Federation of Trade Unions	1	
World Student Christian Federation	1	
World Union of Catholic Women's Organizations	1	
World Young Women's Christian Association	1	(Total 48)

5. Delegation of the United States:

Delegate:

Dr. Robert M. Worthington
Associate Commissioner of Education
Bureau of Adult, Vocational, and Technical Education
Office of Education, U.S. Department of Health,
Education, and Welfare
(Head of Delegation)

Alternates:

Mr. Paul V. Delker
Director, Division of Adult Education
Bureau of Adult, Vocational, and Technical Education
Office of Education, U.S. Department of Health,
Education, and Welfare

Dr. Noel P. Ralston
Associate Director, Science and Education,
U.S. Department of Agriculture

Advisers:

Mr. Ray J. Ast, Jr.
President, Coalition of Adult Education Organizations, and
Administrator, Adult Continuing Education Services
and Projects, Montclair State College
Upper Montclair, New Jersey

Dr. Alexander N. Charters
Vice-President for Continuing Education
Syracuse University, New York

Mrs. Mary Grefe
Public Member
Des Moines, Iowa

Dr. Leonard Hill
Chairman, National Advisory Council
on Adult Education, and
Administrative Director, Adult Basic Education,
Nebraska Department of Education
Lincoln, Nebraska

Dr. Pardee Lowe
Consultant on International Education
Directorate for UNESCO Affairs
Bureau of International Organizational Affairs
U.S. Department of State

Dr. Wilson C. Riles
Superintendent of Public Instruction
State Department of Education
Sacramento, California

Miss Barbara Stuhler
Vice-Chairman, United States National
Commission for UNESCO
St. Paul, Minnesota

Dr. William M. Williams
Chief Education Adviser, Agency for
International Development
U.S. Embassy
Seoul, Korea

6. Organization of the Conference:

The following officers of the Conference and the two Commissioners were elected at the opening session on July 25, 1972:

Officers of the Conference

*President:	H.E. Mr. Toru HAGUIWARA (Japan)
*Vice-Presidents:	Mr. Raul H. DIBLASIO (Argentina) Professor Stefan CHOCHOL (Czechoslovakia) H.E. Coronel Vicente ANDA (Ecuador) Mr. Andre BASDEVANT (France) Professor Dr. Wilhelm HAHN (Federal Republic of Germany) Mr. Lajos SARDI (Hungary) The Hon. Lucas NGURETI (Kenya) Mr. Salem SCHWEIHDI (Libya) H.E. Chief Shejima Ali MUNGUNO (Nigeria) H.H. Prince Khaled ben Fahad ben KHALED (Saudi Arabia) H.E. Mr. Lamine DIAK (Senegal) Mr. C. W. ROWLAND (United Kingdom) Dr. Robert M. WORTHINGTON (U.S.A.) Professor Alexei MARKOUCHEVITCH (USSR)
*Rapporteur-General:	Mr. Lars Olof EDSTROM (Sweden)

Commission I

*Chairman	H.E. Mr. M. MOVANFAGHAIN (Iran)
Vice-Chairmen	Mr. R. FERRER (Cuba) Mr. W. L. RENWICK (New Zealand)
Rapporteur	Mr. J. HICTER (Belgium)

Commission II

*Chairman	The Hon. P. NICHOLSON (Canada)
Vice-Chairmen	Dr. Mohamed I. KAZEM (Arab Republic of Egypt) Mr. J. S. URRIOLA (Venezuela)
Rapporteur	Mr. J. F. CONCEICAO (Singapore)

* Members of the Steering Committee

The United States delegates were present at all Plenary and Commission meetings. Members of the Delegation were appointed as permanent members of each of the two Commissions; the appointments were as follows:

Commission I: Alexander Charters
Wilson Riles
Barbara Stuhler
William M. Williams

Commission II: Ray Ast
Mary Grefe
Leonard Hill

The following delegates assisted the Chairman by representing him at meetings of both Commissions:

Paul V. Delker
Pardee Lowe
Noel P. Ralston

Dr. Robert Worthington, Chairman of the United States Delegation, served as a Vice President of the Conference and as a member of the Steering Committee. A special Delegation office was also established in the Tokyo Prince Hotel where the Conference was held.

7. Work of the Commissions:

Policies for the development of adult education were assigned to the two Commissions as follows:

Commission I: Agenda Item 8.1 - Planning, administration and financing

Agenda Item 8.4 - Development of adult education through international cooperation

Commission II: Agenda Item 8.2 - Utilization of the major communication media

Agenda Item 8.3 - Mobilization and training of personnel required for the expansion of adult education

The two Commissions met in separate sessions to discuss their respective assignments:

a. Commission I:

(i) Planning, Administration and Financing. (Agenda Item 8.1)

Commission I considered methods and structures for strengthening links between planning for education and planning for economic and social

development; for articulating the planning of adult education with planning for the entire system of education; and for ensuring coordination between different levels and types of planning (i.e. macro-planning, at the central or national level, and micro-planning, at the local or project level where adult learners, organizations and communities would be directly involved). Attention was also given to the role of, and the need for, statistics as a foundation for effective planning.

Concerning the financing of adult education, the Commission examined forms of financial support by public authorities such as the creation of government administered institutions established by government reimbursement and grants-in-aid systems for local authorities and private or para-public agencies, scholarships to learners, dispositions for the employees to take paid leave for education, and loans to private enterprises to develop their own education programs. The Commission also discussed the criteria which should be used to determine how public funds for adult education should be allocated, ways to encourage financial support to adult education from non-governmental sources, and methods of financing overhead costs.

The Commission discussed intellectual cooperation in the field of adult education (exchange of knowledge and experience), and international aid (technical and economic assistance in adult education, particularly for the developing countries). It also examined cooperative roles which diverse institutions, including inter-governmental organizations, international non-governmental organizations active in adult education, national and regional organizations of adult education, and universities, can play. Specific attention was given to the diffusion of research findings and professional knowledge, with emphasis on the possibilities for increased coordination both among international, regional, and national documentation centers, the utilization of professional journals, the exchange of personnel and experiences (both within and between regions), and the role of UNESCO and other international organizations in assisting countries and regions. In its review of these items, the Commission made full use of Part III, Items A and D of the main working paper Adult Education in the Context of Lifelong Education (UNESCO/CONFEDAD/5) and Chapters III and IV of A Retrospective International Survey of Adult Education (UNESCO/CONFEDAD/4).

The Commission agreed that the future of adult education should be seen in the framework of life-long education, as distinct from schools, which, in many countries, constitute a system both temporally and spatially closed.

Adult education must be democratized. Access to its benefits must be provided for the under-privileged as well as the privileged, and its management must be shared by both learner and teacher. Elitist and divisive types of adult education are inappropriate and irrelevant. The primary characteristics of adult education should be accessibility and participation, socialization and decentralization.

Scientific research has confirmed the fact that children from socially and culturally deprived backgrounds are both emotionally and intellectually under-developed, thus making parent education a priority objective. Networks of schools for parents, to prepare them for the educational duties and responsibilities which are theirs, are indispensable to democratization.

In relating adult education with formal and school education, it was brought out that in some nations -- where adult education is part of an overall system -- there is no contradiction between school and out-of-school education. In the developing countries, the main efforts are to concentrate on getting into schools the fifty per cent of their children presently not in school. Other more advanced countries, in pursuing their desire to transcend the whole concept of school enrollment, are creating workers' universities. They wish to abolish the idea that education is a privilege and substitute the concept of education as a right. In the search for new, liberating structures, recognition is being extended to all the forms of education, including "community education nuclei" which are being sponsored at the school district or local level.

Several positions were taken by different countries on the issue of the relationship of adult education with business or industrial enterprise. The positions varied according to national levels of economic and educational development and national political systems.

The Commission recognized the need for methodological research preliminary, or parallel, to planning. It was noted that the need for research is intensified by the diversity of current methodologies and approaches, as well as by the looseness of definitions employed and the absence of statistical data. Since, at the present time, there is no international classification system covering informal adult education, the Commission hoped that UNESCO would be able to undertake work in this field.

The Commission also stressed the need for research on the manifold forms of participation, on motivation, on the methodology of transmitting knowledge to adults, and on the formulation of models of integrated educational systems at different levels. It was also noted that means of evaluating programs should be explored and employed, and that universities should be called on to assist in this process.

The Commission also confirmed the need to integrate adult education planning with the overall economic development plans of countries and regions and with development strategy as a whole. Generally speaking, the Commission recommended decentralized micro-planning and centralized macro-planning which take account of the general needs of communities (e.g., urbanization, leisure, infrastructure), but noted that very little research, if any, has been put into these

priorities. There was general agreement that those responsible at local levels should take part in drawing up the plans.

Concerning infrastructure, the Commission urged that public authorities be encouraged to create multi-purpose institutions and to encourage architects to design several-purpose buildings, making it possible to use these facilities successively, or simultaneously, for formal education activities and adult education. It was agreed that, to move beyond the rudimentary stage of adult education, the total educational system must give the same attention to the informal sector as it does to the formal sector.

The Commission further recommended that UNESCO promote and encourage various types of regional meetings among countries with similar economic and educational levels and with convergent cultural orientations.

(ii) Development of Adult Education Through International Cooperation. (Agenda Item 8.4)

The Commission noted that the part played by adult education in international cooperation has increased since the Montreal Conference. However, this expansion has been primarily traditional and not innovative. One reason for this is the fact that adult education has remained of marginal importance at the national level. The Commission urged still greater efforts of cooperation, giving special attention in the economic realm to the creation of a new spirit between donor and recipient countries.

The Commission agreed that the national adult education forces, especially in the developing countries, demand of their governments an expanded commitment to adult education. Judgments with respect to economic and technical assistance, on the part of donor nations, will necessarily be predicated on the precise wishes of the beneficiary countries. Special attention should also be given to creating infrastructures and training people to train others in a modus operandi preferable to direct intervention. In no circumstances should the opportunities for training result in a brain drain to the developed countries. The Commission strongly recommended that the possibilities of international co-production of scientific programs be explored, with a view to reducing costs and establishing common standards. A world standardization system would be extremely useful as would the systematic recording of all international software output.

Concerning modalities of cooperation, the Commission held that at the international level priority must be given to the most underprivileged countries and to the marginal sectors in industrialized societies. Recognition was also given to the fact that a sudden cut-off of aid after the departure of the experts might produce harmful effects,

especially in the absence of transitional measures. As a consequence, careful planning should be undertaken to provide for a systematic and sensible transition.

The Commission urged that every opportunity be taken to stimulate regional exchanges and cooperation and, to that end, means be found to give financial assistance to regional conferences. UNESCO should play an active role in coordinating bilateral efforts in order to share the successes and failures of prior experiences. The Organization should encourage the active participation by non-governmental organizations in general and trade-union organizations in particular in helping with research and evaluation in adult education.

Finally, the Commission accepted the view that the Organization should also assume responsibility for the coordination of adult education activities of all United Nations agencies.

b. Commission II:

(i) Utilization of the Major Communication Media. (Agenda Item 8.2)

Commission II considered the question of how the full educational potential of the major communication media can be effectively realized. The central questions to be resolved are basically the same as in 1960; namely, to make use of the media in a way that extends educational opportunities, reduce costs without lowering the quality of the learning experience, and engage the learner in the planning and management of the learning process. The Commission also discussed ways of identifying needs, defining goals, and selecting appropriate methods and techniques. The Commission assessed the advantages of low and intermediate level technology, especially for countries where the resources available for high-level technology are limited, and discussed the need for more research to identify ways in which the results of innovative experiences can best be diffused.

The Commission examined the social action required to assure that high priority be given to the educational and cultural functions of mass media, and to strengthen and coordinate the various roles which mass media may play in adult education (i.e., information, motivation, training of and professional support for instructors, direct teaching within various types of learning situations, supportive services, etc.). The Commission also examined how the use of mass media for such purposes can be most effectively integrated with other learning facilities. In its discussion of these items, the Commission made use of Part III, Items B and C of the main working paper, Adult Education in the Context of Lifelong Education (UNESCO/CONFEDAD/5) and Chapters IV, V, VI, VII and VIII of A Retrospective International Survey of Adult Education (UNESCO/CONFEDAD/4).

The consensus of the Commission was that the use of mass media for adult education has to be directed towards the overall objectives

of social, cultural and economic development within the national context. Many delegates affirmed that, even under present conditions, there were those in responsible positions who conscientiously strove to employ the media as effective tools of instruction and information, but that economic and organizational constraints and a lack of professional expertise were hampering their efforts, especially in developing countries.

The Commission stressed the importance of bringing about cooperation between the media specialists and adult education personnel, not only to effect appreciation of each other's aims and problems but also jointly to identify individual and community needs, such as serving minority groups. Many delegates stated that their countries were in great need of technical assistance and would welcome closer international technical cooperation. They identified the need for advice on the optimum use of the media and acquisition of technical equipment. Assistance is also needed in setting up appropriate infrastructures and in training personnel.

The Commission agreed that, in selecting suitable methods and techniques, the starting point must be to ascertain the learner's needs, interests and background in his real life situation and to define the learning goals accordingly. Two fundamental problems were identified: (1) how to stimulate the educationally disadvantaged, that great majority of the population which shun educational programs; and (2) how to cater to a variety of human needs instead of concentrating exclusively on the demand for formal academic instruction. Adult education programs must be firmly fitted into the appropriate social context, and the changing needs and roles of adult as they pass through the several phases of life must also be considered.

There was strong feeling that the judicious use of audio-visual aids should be extended. Certain countries, it was noted, have found such aids expensive to buy and maintain and complained of aggressive commercial marketing techniques. Reference was made to the need for international standards to achieve technical compatibility. Professional adult educators require sound advice on what equipment is available at the most economical cost as well as on the availability of parts and servicing. Furthermore, those countries which do not have access to modern teaching aids should devise aids of their own by tapping the rich resources of the community.

Particular attention was drawn to the idea of the Open University. Where radio-television media do not allow for feedback, they are too "authoritarian." Experience in a number of countries with teaching at all levels of education by correspondence or through the mass media had similarly shown that it is desirable to use a combination of methods and media in a carefully integrated system.

(ii) Mobilization and Training of Personnel. (Agenda Item 8.3)

The Commission believed that the biggest challenge facing adult education during the 1970's would be the mobilization and the training of sufficient professional personnel to discharge the multifarious tasks involved in enabling adults to learn and in motivating them to seek learning. During the discussion, the Commission considered the full range of personnel involved in adult education and literacy, including teachers and instructors; administrators; specialists who prepare educational materials such as programs, films, broadcasts; organizers; animators; counsellors; persons in economic enterprises and extension services; and professional adult education specialists who conduct research and train teaching personnel, The Commission also reviewed the need for personnel in other professions who play a significant educational role, such as social workers, doctors, religious advisors and persons working in such institutions as libraries, museums, and cultural centers.

The U.S. Delegation participated by sharing with the other delegations information regarding the efforts undertaken through the U.S. Office of Education's Division of Adult Education to increase the effectiveness of the training of adult educators within the United States through staff development projects in each Region. The U.S. Delegation shared several of the mechanisms being developed which lead toward competency-based training programs. The United States Delegation also defined some of its newer approaches to training adult educators under the andragogical approach as contrasted with the pedagogial approach to staff training. References to published documents (including those by Malcolm Knowles about andragogy, as it is being undertaken within the United States) were shared with other delegations.

The Commission reviewed the widely different training and retraining facilities required for various categories of personnel. In particular, it considered the use of operational field-oriented training programs and seminars; the inclusion of adult education in the curricula of teacher training colleges and in university faculties of education; the incorporation of adult education components within the training programs of doctors, journalists, librarians and others who carry out a significant adult education function.

The Commission discussed the need for research, particularly methods of identifying and meeting adult needs, the functions of adult education institutions, problems of personnel development, and the uses of equipment and learning aids. Since too little is being done to assess the relevance of either the curricula or the methods used in training courses, the Commission stressed the importance of research activities, noting the requirement for a sharp impetus in the area of comparative research studies. It emphasized the need for wider dissemination of research results not only within each country but also internationally. For the purpose of disseminating research findings

speedily and efficiently, more documentation centers, annotated bibliographies and up-to-date checklists of research recently completed or currently in progress would be invaluable.

In conclusion, Commission II emphasized that the problems of utilizing mass media in adult education are interrelated with other basic issues in adult education, particularly, with the need for research exploring people's needs and the means of meeting them, with the elaboration of methods and techniques for effective learning, and with the training of personnel. Nothing less than comprehensive policies for developing adult education within the context of lifelong learning will suffice, for adult education is both an educational process and a process of social change.

c. Adoption of Reports. The two Commissions considered the two agenda items assigned to them on July 28 through August 7, and adopted their reports on August 5.

Each Commission approved a detailed report of its discussions and draft recommendations, which were presented to the Conference as a whole for adoption. (Refer to Reports of Commissions I and II in the draft Final Report (UNESCO/CONFEDAD/8, Part III, dated August 7, 1972)

8. Work of the Conference:

a. Opening of the Conference: (Agenda Item 1)

The opening session of the Conference took place at 11 a.m. on July 25, 1972 in Providence Hall of the Tokyo Prince Hotel, Tokyo, Japan. An address of welcome was given by His Excellency Mr. Kauei Tanaka, Prime Minister of Japan.

In his opening remarks, Mr. Rene Maheu, Director-General of UNESCO, thanked His Excellency Mr. Tanaka and the Government of Japan for its most generous hospitality and extended a warm welcome to the official delegates and observers. The Conference was attended by 241 official delegates representing 82 Member States and by 60 observers who represented four organizations of the United Nations system and 37 inter-governmental and non-governmental organizations. His Excellency Dr. Osmu Inaba, Minister of Education of Japan, was also present.

b. Election of the President. (Agenda Item 2)

The heads of the Delegations met to discuss the election of members of the Steering Committee of the Conference before convening the Plenary. During the first session of the Plenary on July 25, the Conference elected, by acclamation, H. E. Toru Haguiwara (Japan) as its President.

The newly elected President took the chair and briefly addressed the Conference, asking the delegates for their cooperation in making the Conference a success.

c. Adoption of Rules of Procedure. (Agenda Item 3)

The Conference unanimously adopted its Rules of Procedure (UNESCO/CONFEDAD/2) with the following amendments: Rule 2.1 was amended to add Bangladesh to the non-Member States of UNESCO to be invited to send observers; Rule 5.1 was amended to provide for fourteen Vice Presidents.

d. Election of the Vice Presidents and the Rapporteur-General. (Agenda Item 4)

The Conference unanimously elected the Heads of the Delegations of the following Member States to the fourteen Vice-Presidencies: Argentina, Czechoslovakia, Ecuador, France, Federal Republic of Germany, Hungary, Kenya, Liberia, Nigeria, Saudi Arabia, Senagal, Union of Soviet Socialist Republics, United Kingdom, and the United States of America. (See list of officers of the Conference and Commissions, page 11.)

Mr. Lars Olof Edstrom (Sweden) was elected Rapporteur-General.

e. Adoption of the Agenda. (Agenda Item 5)

The Conference unanimously adopted its agenda (as set forth in UNESCO/CONFEDAD/1) and established two Commissions. It unamimously elected H.E. Mr. Nasser Movafaghian (Iran) as Chairman of Commission I and Honorable Peter Nicholson (Canada) as Chairman of Commission II.

A Steering Committee of the Conference was constituted, which included the President, the 14 Vice-Presidents, Rapporteur-General and the Chairman of each of the two Commissions. At its first meeting on July 25, the Steering Committee considered the plan for the organization of the work of the Conference and recommended the time table of meetings. (See Section 3, Agenda and Schedule of the Conference, page 3.)

The Steering Committee further recommended that the Conference take up Agenda Items 6 and 7 together at the beginning of the Plenary. The Committee considered that the Director-General's speech at the inaugural session constituted an appropriate introduction to the working papers of the Conference and that the discussions could begin immediately.

f. Main Trends in Adult Education During the Last Ten Years (Analysis and Major Problems). (Agenda Item 6)

Since the Montreal Conference in 1960 the general status of adult education has been enhanced throughout the world. There are few countries today which do not attach importance to the need for adult education, not only for the sake of improving the quality of life of individuals but also to raise national standards of living. The number of adults seeking learning opportunities has multiplied many times.

During the 1960s the world also experienced many social, economic, political, ecological, and technological changes. Education which ends at a certain age or grade is no longer considered an adequate preparation for life. In as increasing number of Member States, governments are perceiving adult education as an instrument which must be used to help promote community action, forge national unity and generally improve the human condition. In developing countries, the emphasis is on economic development and national integration. In the developed countries, the economic aspect -- training for industry and commerce -- is also important but is overshadowed by the necessity of dealing with the threatening social problems which have accompanied material progress. Adult education is essential in both types of countries to train needed manpower, to induce changes in adult behavior, and to assist communities in countering the deleterious effects of modernization.

In 1960 there existed in many countries what in practice amounted to two parallel systems of education: the formal educational system on the one hand, and the education of adults on the other. A process of gradual integration between the two began to take place during the last decade.

The Conference stressed the functionality of adult education in relation to the lives of individuals and the needs of society. It was clear that functionality should be taken to imply an integration of literacy training -- and adult education as a whole -- into society.

The experience of countries that have already eliminated illiteracy documented the close connection between the social and economic reformation of society and the level of literacy. Literacy was understood to be an element of nation-building in that it gave adults the necessary communication skills for acquiring such knowledge and training as would enable them to increase their productivity and to participate more effectively in decision-making at all levels. The desirability of teaching literacy in local languages and of providing more follow-up materials for new literates was emphasized.

The Conference also took note of the importance of science and technology for functional adult education. Of all the forces for change in society, science has made the greatest impact on education.

The importance of adult education in relation to environmental and population problems was also emphasized. The social and cultural needs of man are being increasingly highlighted. Educational activities related to the civic and extra-professional life of the individual are playing a prominent part in many national programs of adult education. Such institutions as community schools, through which the community and education interact, are being established in both industrialized and developing countries.

Adult education began to emerge as a separate discipline in the 1960s. Many institutions of higher education now offer degrees, diplomas and certificate courses in this field, and several special university departments of adult education and institutions have been formed. Experiments and research in adult education are now being carried out. There is still, however, a great demand for more professionally trained adult educators.

It was stressed that the diversity and scope of the many institutions catering to the education of adults required some form of national coordination, either by a single ministry or by an interministerial board including representatives of all the agencies concerned. At the same time, undue administrative centralization of adult education programs could be harmful. Particular attention was drawn to the important contribution of voluntary organizations, trade unions and popular movements, and the need for them to have complete freedom of movement.

Another noteworthy feature of the post-Montreal period was the enactment of statutory support for adult education and increased financial funding from public sources. There is still, however, too little public money devoted to adult education. The budgetary allocations for adult education would have to rise significantly during the 1970s if lifelong education were to be made possible. The Conference pointed out that this would require a wholehearted commitment to adult education by governments. The scale and method of financing will be crucial during the coming years.

The Conference expressed the urgent need for more and better documentation and for internationally comparable statistics on adult education. Because many of the terms used in adult education are ambiguous, the Conference supported the development of an international dictionary of adult education.

g. Adult Education as a Factor in the Democratization of Education and in Economic, Social and Cultural Development. Its Role and Place in Integrated Educational systems Within the Context of Lifelong Education: (Agenda Item 7.a.)

One of the significant features of the development of adult education in the 1960s has been the considerable quantitative expansion in the number of participants in adult education programs. While this Conference experience suggested that an increase in numbers did not necessarily lead to democratization, it was fully recognized that democratization could be furthered by the development of such basic skills as literacy. The people benefiting from expanding non-compulsory education were very often the already privileged. In many countries there are vast numbers of adults who are denied educational opportunities including such less favored groups as those living in isolated rural communities, migrant workers, the aged and the physically

and mentally handicapped. The often under-privileged position of women in these and in other sectors of society should be given special consideration. The Conference touched on some of the reasons for the failure of adult education to reach the disadvantaged. Constraints mentioned were of an economic, social and cultural order.

The Conference drew attention to the constant interaction between education and society. Social and economic policy determined the nature of the educational system, which, in turn, affected social change. New educational goals could not be reached by educational means alone. They necessitated changes outside the educational system. At the same time, a changing society required a responsive and flexible system of education.

During the general discussion many delegates emphasized the need to increase the participation of the educationally under-privileged and to give them the means to take part in decision-making so that the resulting educational program will help them reach their own goals and meet their own needs. One requirement was legislation regulating the right to part-time release from work without loss of pay. The unemployed, too, should receive training, and the significance of tolerable living conditions in making study possible was also stressed.

The power of the mass media and such educational techniques as correspondence instruction which can reach out into homes and work places was pointed out. The effective use of these communication tools is dependent upon other factors, such as participation in the planning and execution of adult education programs, local initiative and group management. It was noted that the mass media in one form or another is used in adult education in almost all countries of the world.

Adult learners should themselves be fully involved at all stages of adult education programs. The Conference felt it essential to encourage initiatives by local organizations within the framework of a national adult education policy. Implementing the concept of lifelong education carried with it the necessity for a much greater involvement by such traditionally non-educational agencies as factories, firms, social action groups, and ministries other than ministries of education. This is also true of other organized groups which combine educational and other aims, such as trade unions and cooperatives. The Conference suggested that some ways of generating local initiatives are to set up community schools or centers, people's universities, local cultural committees or village libraries.

The provision for the democratization of adult education for the often under-privileged communities of many countries was a top priority. The welfare of rural people and agricultural production were interrelated major concerns. Although most of the population in these developing countries dwell outside urban centers, there has been a

widening gap between urban and rural standards of living. People in the villages and outlying areas were often disadvantaged in every respect, especially educationally.

The Conference believed that the role of post-secondary institutions should be widened in response to adult needs. The universities should reappraise their relationship with society and be more sensitive to community needs. They should also to a greater extent serve adults without a formal education.

In developing countries, universities should determine what contribution they could make to the education of the illiterate or semi-illiterate masses. Research and pilot projects should be directed towards examining the educational and other needs of under-privileged groups. The role of the universities should be enlarged to allow them to contribute in a systematic manner to the periodic retraining of professional staff at all levels, both in developed and in less developed countries.

The Conference regarded the reform of some prevailing types of entrance examination for adults as highly desirable. Mature adults, it was felt, should be able to obtain entry to universities through special mature, age-entry schemes or even without possessing formal academic awards provided they possess the required knowledge and skills.

h. Adult Education As a Factor in Economic and Social Development (Agenda Item 7.b.)

The Conference agreed that adult education was a major role to play in utilization of human resources, which is an essential part of economic and social development. Education should be an agent of change and transformation. The rapid increase in technological innovation, industrial and agricultural production today requires that the working force constantly be retrained and upgraded in all occupations and at all levels. The individual's other roles in society -- cultural, social, political -- should therefore be considered in planning training programs. The object of adult education should be to develop the whole man even when for practical reasons only one skill or highly specialized knowledge has to be imparted.

Attention was drawn to the fact that adult education is one of the instruments of national growth. Adult education can bring people together and assist them to participate more actively in community affairs, induce a sense of national direction and purpose. National development begins at the grassroots with subsistence farmers and manual workers. They must be given the tools -- the knowledge and skills -- with which to improve their living conditions and exert a positive influence on their neighborhoods.

The Conference unanimously agreed that literacy is the keystone of lifelong learning. The social, economic and cultural progress reported by representatives of several countries attending the Conference was attributed to the eradication or near eradication of illiteracy. It is imperative that the acquisition of literacy should lead on to continuing personal development. It is the duty of the governments to provide extensive post-literacy programs, conceived within the framework of lifelong education.

i. Adult Education As a Factor in Cultural Development. (Agenda Item 7.c.)

The role of lifelong education as a factor of cultural development was emphasized. Lifelong education and cultural development, it was stated, cannot be separated, because they are two facets of the same problem; i.e., the building up of free men in a changing society. Through adult education it is possible to satisfy the aspirations and the needs of the individual as well as the exigencies of the economic, social, and cultural development of the community. This raises a series of varied and complex problems, such as the building up of a suitable infrastructure (cultural centers, libraries, museums, sports clubs, audio-visual centers and so on) which become necessary in industrialized countries where the pace of urbanization is growing fast. There is a need for specialized educators and cultural "animateurs;" the judicious utilization of modern means of mass information; the framing of measures designed to provide the full benefit of adult education programs and of the organization of leisure to those groups which are relatively segregated in this respect, such as aged persons and rural populations.

j. The Role and Place of Adult Education in Integrated Educational Systems in the Context of Lifelong Education. (Agenda Item 7.d.)

The Conference felt adult education should be conceived as a continuous process relevant to all age groups. However, as one phase of this total process, adult education has traditionally received far less support and attention than the other phases. As long as this imbalance continues, adult education will continue to require special treatment.

The Conference also felt adult education should reach beyond the traditional schoolroom. It should enter into society so that every place where people gather, such as at work or at play, would be a potential learning environment. In the coming years there would therefore be a growing need to identify and encourage the informal learning that is part of everyday life. The Conference recognized that educational counselling services for adults are an indispensable part of adult education requirements.

To accomplish the broad aims in adult education, the Conference emphasized that the schools need to take into account the total learning environment, and noted that the community milieu is a stronger influence on education achievement than teaching standards, methods or physical facilities. The difference between good homes and bad homes, a stimulating environment and a retarding one, is more decisive than the difference between good and bad schools. Therefore, the attitudes and actions of parents and other adults should be the concern of school teachers, administrators and adult educators. The Conference urgently stressed the need to provide parent education as an important function of adult education. The present trend of sharing existing resources for adult education and regular school activities should be encouraged. Educational planners should take into account the specific needs of adult education when planning new schools or other educational institutions, so that schools could prepare for lifelong education and not be an end in themselves.

The Conference emphasized that adult education had much to contribute to the reform of the school system. Teachers at all levels should be able to function as adult educators. Teacher-training colleges and similar institutions should accordingly provide proper facilities and training in adult education methods and techniques.

9. Future Meetings.

The Conference was in general agreement that adult education conferences should be held more often than heretofore, and that periodic regional conferences on adult education be held, especially in developing countries. The Conference further recommended that appropriate aspects of adult education be placed before the regional conferences of Ministers of Education, and of the biennial conferences of the International Bureau of Education, and the meetings of the Executive Board and General Conference of UNESCO.

10. Republic of Korea Confrontation with Cuba.

The Conference closed on a harmonious note on August 7, following 2 1/2 days of intense negotiation by President Haguiwara and the Secretary-General of the Conference (with Cuba, USSR and Czechoslovakia Delegations on one hand and the Republic of Korea, Vietnam, Khmer Republic and the United States of America Delegation on the other) regarding inclusion of a plenary statement in the draft Final Report of the Conference by Cuba regretting the absence of other Communist states and attacking the legitimacy of the representation of the Republic of Korea, the Republic of Vitenam and the Khmer Republic. A substitute text prepared by the UNESCO Secretariat failed to satisfy the countries concerned.

Contrary to an earlier Steering Committee decision, the Conference President finally permitted the re-opening of substantive discussion of

the above issue at the final ceremonial session. Participants in the debate included delegates from Korea, Khmer, Vietnam, Cuba, Peru, Czechoslovakia, Ukraine and Brazil.

After two days of conference and with the political guidance of the Deputy Chief of Mission, the U.S. Delegation Chairman made a major intervention at the final plenary moving for the deletion of all controversial political remarks from the draft Final Report. His presentation emphasized that a world adult education conference was a totally inappropriate forum for such political discussion; that the U.N. General Assembly was the proper organ for delegations to establish their political positions or record their individual political statements, and, furthermore, that he could not find any record of controversial political questions in the final reports for two major conferences for Asian Ministers of Education convened by UNESCO at Bangkok in 1965 and Singapore in 1971, as well as in the final report of the Second UNESCO World Adult Education Conference held in Montreal in 1960, despite similar irrelevant political statements being made by dissatisfied Member States at each of the above conference.

In order to close the debate and allow individual delegations to caucus, the Chairman ruled for a five-minute recess, during which time the French Delegation successfully provided substitute text in mild language which made no reference to any country but noted the absence of some states, not identified. This resolution also reminded the Conference of its own lack of competence in political affairs. Text was accepted with 43 affirmative votes (including the U.S. and Korea), 2 negative votes, and 18 abstentions (including the entire East European bloc), resulting in automatic deletion of the three paragraphs which had offended the Korean, South Vietnamese and Khmer Delegations.

Intense applause greeted President Haguiwara's announcement of the results of the vote. Delegates from many countries, notably Scandinavian, were greatly relieved. They personally confided to the members of the U.S. Delegation that political statements were truly irrelevant in an adult education conference report but that they had been instructed by their foreign ministries to vote for certain portions of the original text advocating the principle of universality of membership. The Danish Ambassador was conspicuous in his personal leadership of the Scandinavian caucus at the critical juncture in this debate.

11. Activities of the United States Delegation.

The U.S. Delegation followed a strict schedule of meetings. It met at least one hour each day in the Delegation office before conference and commission sessions. Following instructions of the Department of State, the U.S. Delegation wisely decided to adopt a moderate posture in the opening plenary sessions. Brief statements of

U.S. national developments during the past twelve years were given jointly by Chairman Worthington, representing the national aspects, and Dr. Wilson Riles, representing the state aspects of adult education. Career education as it is being developed in the United States was particularly emphasized.

In the two Commissions, the U.S. Delegation freely expressed its views in regard to adult education developments in the United States.

The Delegation was exceptionally active in extra-conference activities, making full use of corridors for personal contacts, and lobbying intensively at final plenary. The Coalition of Adult Education Organizations of the U.S. assisted in making it possible for the U.S. Delegation to host, at the Sanno Hotel, an expanded series of five luncheons for chiefs of foreign delegations or their proxies, including officials of the Japanese Delegation and the Japanese National Commission for UNESCO, and key members of the UNESCO Secretariat. A total of 83 foreign delegates and non-American guests attended these luncheons. The Cuban Delegation was purposely excluded. American books and literature on adult education, which the U.S. Office of Education provided at an estimated cost of U.S. $1500, were distributed to all delegations attending luncheons. Foreign delegates invited to these luncheons commented favorably on the effectiveness of these luncheons as a means for developing closer friendships. In his brief welcoming remarks at these luncheons, the Delegation Chairman, Robert Worthington emphasized the importance of career education and presented to each guest a packet of adult education materials which had been developed in the United States.

12. Conclusions of the United States Delegation.

a. A Forward Look at Adult Education

The Conference concluded that adult education viewed as lifelong learning is essential to achieving economic, social, and cultural equality in all nations and to attaining international peace and understanding. For developing countries, lifelong learning offers a new principle for designing education systems; for developed nations, it requires a thorough examination of existing education systems and an appropriate restructuring of these should enable all citizens to realize their fullest potential through knowledge and self-determination. Existing adult education efforts, whether initiated by developed countries or adapted by developing countries, have heretofore been perceived as add-ons to a system which viewed education as a preparation for life. Lifelong learning views education as essential to human development, a process which begins in childhood and continues throughout life. Only in this way can persons develop, assimilate rapid social and technological change, and relate to others in understanding and peace. The U.S. Delegation shared these views.

Specifically the Conference recommended that UNESCO assist member nations in expanding adult education to achieve economic, social, and cultural equality for all citizens. The urgency of reforming universities as trainers of educators and as institutions for more broadly-based educational opportunities were singled out in this context. The potential relevance of the community school in providing expanded educational opportunity was consistently cited during the Conference. This latter is especially significant for the United States in light of the phenomenal growth of community colleges and the expansion of public schools into centers of community learning during the past decade. Both of these developments were cited in the report, Perspectives of Adult Education in the United States and a Projection for the Future, which the United States prepared for this Conference.

The Conference recommended that when the UNESCO budget permits it should expand adult education in two ways: first, by calling more frequent international conferences on adult education supplemented by even more frequent regional conferences on adult education linked with other UNESCO education programs (IBE, ASFEC, CREFAL, etc.); secondly, by facilitating and encouraging the exchange of information and experience, coordination of research, and by sponsoring and financing research on priority problems related to lifelong learning. A further recommendation of special import to the U.S. was to give high priority to programs devoted to education of parents, citing the crucial importance of parents in the educational experience of the child. This recommendation coincides with recent research findings in the U.S. confirming the educational and socio-economic level of parents as the most significant factor in a child's educational success.

The work of the Conference presented no serious problems from the viewpoint of U.S. interests, although the airtight Conference format and the autocratic control of UNESCO Director-General Maheu served to hamper freer debate on many educational problems. The U.S. Delegation deliberately assumed a low profile in Conference proceedings, intervening chiefly on matters of professional substance and restraining any inclination to prolong remarks beyond that required for effective communication. (See item 11, page 27.) Toward the end of the Conference this behavior elicited informal favorable comments from delegates of other nations.

Only one speech presented a serious challenge and called for a formal U.S. intervention. This is reported on page 26 under tem 10.

b. Activities of Other Delegations.

The most active and persistent speakers at the Conference were the delegates from Peru, Ecuador, Cuba, Brazil, Norway, Denmark, Kenya, Switzerland and France. The Soviet Delegation, fairly unobstrusive, was very professional in its approach to adult education problems and emphasized a socialistic approach. In the final plenary they pushed only for admission of the German Democratic Republic by name, and abstained

in the final vote to support the inclusion of extraneous political remarks by the Cuban Delegation condemning the presence of South Korea, South Vietnam and the Khmer Republic.

c. Friendliness of Soviet Delegation.

Especially noteworthy was the marked congeniality of the East European Bloc, especially the Soviet Delegation. In formal debate, the latter carefully avoided any attack on the United States or any statement requiring our intervention on a political matter. Informally, they were refreshingly friendly. At a U.S. sponsored luncheon to which they were invited, the entire Delegation of six members attended and conversed warmly and graciously through their interpreters. On a private occasion, the Head of the Soviet Delegation, Dr. Markouchevitch, personally gave U.S. Chairman Worthington a jar of Russian caviar, an honor which Chairman Worthington later reciprocated with an American-made ball-point pen. The Minister of Education from the Uzbekistan Socialist Soviet Republic, Dr. Chermoukhamedov, distributed tiny pins from Tashkent to each member of the U.S. Delegation as a personal token of friendship.

d. International Association of Adult Educators.

A significant ancillary issue discussed in unofficial meetings during the Conference was the matter of an international association of adult educators. On one occasion UNESCO provided meeting space and refreshments for an informal evening meeting to discuss this issue. Approximately sixty English-speaking delegates attended. Canada, the United Kingdom, the Republic of West Germany and the English-speaking African countries favored such an organization. The Scandinavian countries consistently voiced skepticism about the value of such an association. This skepticism was based on fears that such an international association would either destroy or lessen the effectiveness of their newly created Northern European Regional Association. U.S. delegates attending refrained from intervening during the substantive and moderately controversial discussions, voicing its general support for a non-governmentally supported association during the summation.

As a result of these and subsequent discussions, there will probably be established in the near future an international council on adult education which will serve as a clearinghouse or council of national and regional associations, and its "members" will be these associations. Four of the regions (Africa, South East Asia, Latin American and Western Europe) have regional organizations and about twenty countries have national associations or national boards of adult education. Those that wish to act together will constitute the membership. However, intergovernmental organizations, institutions, agencies and libraries, or even individuals may take part in the work or obtain the services of the council by subscribing

to its journal, obtaining publications, requesting information, or participating in seminars or membership fees with any other organization or agency. In carrying out its functions the council will, as far as possible, work with and through other organizations and agencies.

In general, the U.S. Delegation felt such an association can facilitate intellectual cooperation as long as it is assiduously non-political.

e. Utility of Conference.

This Conference served a highly useful purpose. The dramatic development of adult education in the United States which has occurred since the conference in 1960 is unknown to other nations, as are the developments in other countries little known to the United States. Although highly inadequate as an opportunity to fill this information gap, the Conference did establish new contacts among U.S. adult educators and adult educators abroad. It will assuredly stimulate future international contacts and exchanges. The United States could not have afforded a lesser presence and would have been enhanced by a fuller representation. (See Recommendation 3, page 35.)

Of particular concern to the U.S. delegation was the lack of communication with the Latin American countries. The U.S. luncheon sponsored on their behalf registered the poorest attendance. While some of this can be attributed to an accident of scheduling and communication, their attendance at the luncheon confirmed the general lack of rapport with the Latin American countries during the Conference. The addition of a Spanish-speaking member to the U.S. Delegation would probably have been helpful.

13. Conference Summary and Conclusions.

The Conference adopted the following summary and conclusions for presentation in the draft Final Report.

a. Education and Human Needs

1. (a) Education is both a product of society and an influence shaping it. Changes in society and the developmental objectives of the community therefore entail alterations in the systems of education; conversely, educational goals usually call for social, economic, cultural or political reforms. It is the duty of adult educators to identify and suggest such reforms.

(b) No groups or individuals in society should be denied access to adult education. Participation should be as broadly based as possible. This requires that barriers

to access should be removed and that the motivation for adults to learn be specially studied. It should be particularly noted that many adults lack the time and resources to participate in education. Paid study leave, day release and security of employment during study leave should therefore be guaranteed through appropriate legislation. Unemployed workers should have the right to occupational training and to be paid during training. Workers' education and trade unions and co-operative education should be promoted. The main thrust of adult education in the 1970's in developing programs should be to meet the educational needs of traditionally underprivileged groups in many societies. Among these can be mentioned specifically, unemployed youth, premature school-leavers in developing nations, the rural population of many countries, migrant workers, the aged and the unemployed. Within these groups girls and women are often particularly disadvantaged.

(c) If the access to adult education is to be widened, educational counselling services are needed. Adults must become aware of opportunities open to them and be advised on the requirements and consequences of different methods of study and of various programs.

2. (a) The eradication of illiteracy is a key factor in development. Literacy is a cornerstone of adult education. But it is a means to an end, not an end in itself.

(b) Rural development on the scale and at the speed required in most countries calls for extensive adult education provision, especially directed at the subsistence farmer and the landless agriculturel worker in conjunction with social and economic reforms. Industrial development, too, carries with it a need for adult education programs to enable the adult to participate in and help direct the scientific and technical changes involved.

(c) A study and understanding of environmental issues including erosion, water conservation, pollution and population questions should be a major concern of adult education.

3. Education must be transformed from an essentially formal process into a functional one. Adult education must move out into society, merging with work, leisure and civic pursuits.

b. Participation.

4. (a) Since the participation of people at the grassroot level is essential, adult learners should play an active part in the planning, management and conduct of their own studies. Adult educators should therefore reach people in their own natural environment, so that these adults may feel secure and be genuinely motivated.

(b) In order to make rewarding opportunities available for creative participation by adults in the cultural life of their communities, the cultural dimensions of adult education should receive special attention; adult education and cultural development are interdependent.

(c) The conventional teacher-student relationship should become a partnership based on participation and mutual learning in which the application of knowledge and the problem-solving approach is stressed.

5. The mass media should be more extensively and expertly used to ensure economic, social and cultural development. In such use, the public interest should be placed above commercial or private aims, and the participation of adult learners at various levels of educational programming in the mass media should be strengthened.

c. Administration, Organization and Finance.

6. Member States must be committed to adult education and should accord its status equal to that of the formal school system. Governments should therefore substantially increase their budgetary support for adult education. International agencies and organizations such as UNESCO and bilateral agencies of development co-operation should devote a considerably larger proportion of their resources to adult education.

7. The strength of adult education lies in its diversity; adult education functions should be widely diffused throughout society, spreading through such institutions and organizations as trade unions, governmental bodies, enterprises, agricultural units and co-operatives. The essential role of voluntary organizations and popular movements in adult education should continue to be recognized by governments. They are often able to reach and involve the educationally underprivileged when statutory bodies cannot do so. Efforts should also be made to ensure collaboration between providing agencies at all levels.

8. (a) In order to facilitate the creation of a functional system of lifelong education, schools should be concerned with the whole community. The school should be viewed as only one of many learning agents. Teaching pupils how to learn should be its chief task.

(b) Adult educationalists should be strongly represented on educational policy-making bodies, and teachers at all levels should receive at least some training in adult education methods and techniques.

9. (a) The role of the university in adult education should be widened. Formal university entrance qualifications based on school examinations should be waived so that mature adults with the requisite knowledge and skills, acquired through mature age-entry schemes or in other ways, should have an opportunity for study. Universities should identify and carry out their research and training tasks in relation to the needs of the total society and not merely privileged segments.

d. International Cooperation.

10. (a) International co-operation and the exchange of ideas in the field of adult education should be encouraged. In this respect, the needs and problems of the Third World should be given major attention. Special note should be taken of the close relation between adult education goals and the promotion of world peace.

(b) There should be more regular and formalized consultation and collaboration between the various international agencies and bodies that have programs of adult education. Regional meetings on adult education should be held, particularly in the Third World.

e. Conference Emphases.

The Conference, in conclusion, emphasized that -

(a) Learning is lifelong; the education of adults and of children and youth are inseparable. But to be an effective agent of change, education must engage the active commitment and participation of adults. It should seek to improve living conditions and the general quality of life. Apathy, poverty, disease, and hunger are major human evils facing the world today. They can be eradicated only by making people aware of what causes them and how to conquer them. Social improvement and adult education are thus complementary.

(b) The widening gap between nations, groups and individuals constitutes the greatest moral challenge of our time. To close the gap is more than a question of social justice. In an era of ever-growing interdependence between countries and of increasing human wants, it is an economic imperative and pre-condition of world peace.

(c) This inequality is due also to the unequal distribution of knowledge. But it cannot be solved simply by enlarging existing educational facilities. Experience shows that the provision of more education in most communities tends to favor the already well-educated; the educationally under-privileged have yet to claim their rights. Adult education is no exception to the rule, for those adults who most need education have been largely neglected--they are the forgotten people.

(d) Thus the major task of adult education during the Second Development Decade of the United Nations is to seek out and serve these forgotten people.

14. Recommendations of the United States Delegation.

Based on their experience at this Conference the United States Delegation recommends the following:

1. In planning future UNESCO meetings select the delegation far enough in advance to provide adequate time for a full briefing of the delegation in Washington regarding the purposes of the Conference, UNESCO, its rules and procedures, and previous related conferences.

2. Extensive follow-up activities should be undertaken in reviewing the adult education programs of other nations and in effecting greater international intellectual cooperation and information exchanges in this field. It is clearly manifest that UNESCO, because of its limited resources, cannot serve as such a vehicle. It can only provide landmark contacts which can facilitate such cooperation and exchange. The U.S. Delegation has prepared a tentative list of suggested follow-up activities which might be followed internally and externally. In the near future a more studied report will be submitted to the U.S. Office of Education. At the time of this report, such specific follow-up activities cannot be cited, but the Conference recommendation for increased domestic and transnational efforts furthering lifelong learning for all citizens is unequivocally endorsed.

3. Professional continuity and carry-over of American representatives in the composition of future United States Delegations should be maintained. Special care should be taken that minority professionals be adequately represented in such Conferences. The U.S. Delegation was well-balanced in representing the various groups and agencies interested in adult education, and the various sections of our country. It was also distinguished by the presence of two outstanding women (conspicuously absent from most other delegations), a black citizen and one of Asian origin. It lacked a Spanish-American (who could also have significantly aided in the Delegation's relationships with Latin Americans) and an American Indian. Qualified adult educators from these minority groups do exist and could have been made available. In the event budgetary restrictions limit support of delegates in the future, it is recommended

that funds be allotted to assure that the expenses of qualified representatives be covered by the interested Departments of the U.S. Government. A democratized professional delegation is essential to our political success in this type of an international forum. Even more importantly, it is crucial to the development of an equitable system of lifelong learning at home.

In addition to the official U.S. Delegation, four persons, representing their professional organizations, attended this Conference as unofficial observers from the United States. They were:

Dr. Ernest A. Dow
National Association of Black Adult Educators
Washington, D.C.

Dr. Grace Hewell
U.S. Office of Education, Region II
New York, New York

Mr. Robert Rupert
Los Angeles School District
Los Angeles, California

Dr. Eugene Welden
U.S. Office of Education
Washington, D.C.

By contrast, it was interesting to note that in many countries the appointment of delegates was strictly political or diplomatic so that there were highway engineers, utility commissioners and diplomatic counsels present who were not conversant with the main trends in adult education.

4. In view of the confirmed centrality of lifelong learning to human and social development, that UNESCO give a higher priority to adult education in its future budgets. The deliberations and recommendations of this Conference decisively confirm that this re-ordering is required if the overall goals of UNESCO for lifelong education, democratization of education and education for rural development are ever to be attained.

5. As a part of the higher priority given to adult education, that UNESCO sponsor more frequent international adult education conferences, possibly every five years, supplemented by smaller regional meetings in which information, plans, and research can be more realistically shared, and international exchanges made more meaningful.

6. UNESCO should sharply alter its format for international adult education conferences to facilitate an unrestricted discussion of issues rather than an expression of frustrations. The extraordinarily large number of draft recommendations (118), confirmed by the excessive numbers

characteristically generated at other UNESCO conferences, attests to the irrelevance of the Conference format and to the inappropriateness of a twelve-year time span between meetings.

8. The UNESCO Secretariat is particularly commended for the excellent pre-conference documents, especially CONFEDAD/4 and 5. It is a matter of regret that the Conference did not permit a fuller and unrestricted discussion of issues these documents were designed to elicit.

9. Despite the Conference's adoption of a summary and a list of conclusions, there seemed to be no pattern of unanimity for the future role of UNESCO in adult education. There was, however, an abundance of suggestions and recommendations for the Organization to undertake assignments ranging all the way from organizing more regional and international conferences to assisting in local book production and printing. As presently constituted and with a limited budget, UNESCO is under-equipped for such a multitude of tasks. Perhaps its structure, program and budget should be given careful scrutiny by our own as well as other National Commissions for UNESCO.

10. Participation in all UNESCO conferences on adult education should continue. We should encourage more frequent international conferences supplemented by regional meetings. Our representation in such conferences and meetings should clearly reflect both our pluralistic citizenry and the diverse instrumentalities which constitute adult education in the United States.

Distribution: Limited

Appendix A

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UNESCO/CONFEDAD/1
Paris, 7 January 1972

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

Third International Conference on Adult Education

(Tokyo, Japan, 25 July-7 August 1972)

PROVISIONAL AGENDA

1. Opening of the Conference
2. Election of the President
3. Adoption of the Rules of Procedure
4. Election of the Vice-Presidents and the Rapporteur-General
5. Adoption of the Agenda
6. Main trends in adult education during the last ten years (analysis and major problems)
7. Adult education as a factor in the democratization of education and in economic, social and cultural development. Its role and place in integrated educational systems within the context of life-long education
8. Policies for the development of adult education
   - 8.1 Planning, administration and financing
   - 8.2 New methods and techniques; utilization of the major communication
   - 8.3 Mobilization and training of personnel required for the expansion of adult education
   - 8.4 Development of adult education through international co-operation
9. Adoption of the report of the Conference
10. Closing of the Conference

ED-72/Conf.38/1

THE UNITED STATES DELEGATION TO THE
UNESCO THIRD INTERNATIONAL CONFERENCE ON ADULT EDUCATION
Tokyo, Japan, July 25- August 1972

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STATEMENT OF THE U.S. DELEGATION CHAIRMAN,
DR. ROBERT M. WORTHINGTON, IN THE FIRST PLENARY
OF THE THIRD UNESCO INTERNATIONAL CONFERENCE ON
ADULT EDUCATION, TOKYO, JULY 25-August 7, 1972

Mr. President, Fellow Delegates, Ladies and Gentlemen:

I wish to take this opportunity on behalf of the United States to add our Delegation's appreciation and gratitude for the most gracious hospitality extended by the Government of Japan and its National Commission of UNESCO. We also wish to commend the Director General and the UNESCO Secretariat for the very efficent manner in which they have organized the Third International Conference on Adult Education.

I am very pleased on behalf of my Government to have an opportunity to address this distinguished group of educators, government officials, businessmen and other leaders gathered here in Tokyo. Much has happened in Adult Education in the United States in the 12 years since the last conference. We are very pleased that this conference, particularly the two Commissions, will provide opportunities for open discussion among all of the delegates. Through exchange of ideas each of us can learn from one another and return to our countries with new ideas for improving the education of all our citizens.

In response to the request of UNESCO, the United States has prepared a special report entitled "PERSPECTIVES OF ADULT EDUCATION in THE UNITED STATES AND A PROJECTION FOR THE FUTURE." A copy of this report is available today for each delegate attending this Conference. In addition at a later time during the Conference, a short paper on the United States new thrust in "Career Education" and its implications for lifelong learning will also be made available. Since the report reviews developments during the past 12 years, present trends and projections for the future, in the interest of time I will just briefly summarize a few of the outstanding features.

For more than a decade the United States has moved toward increased Federal Government support of education, but I must emphasize that in the United States education is a local, state, and national partnership. Within the past 12 years the Adult Education Act was enacted by the Congress of the United States. This Act provided every state with staff to render technical assistance and leadership at the state educational level as well as for local educational communities. It is also providing for the development of regional teacher education and leadership programs for adult education and for the establishment of a network of adult education experimental and demonstration programs throughout the nation.

The Higher Education Act of 1965 provided community service and continuing education through our colleges and universities working with state governments and local communities. The Manpower Development and Training Act of 1962 has provided re-training for thousands of adults in our country whose jobs have been changed through tecnnological developments. The Vocational Education Acts of 1963 and 1968 have provided programs of vocational education for all people of all ages in all communities. Just recently, in the past few weeks, President Nixon signed the Educational Amendments of 1972 which represent a landmark in educational legislation for the United States. This legislation provides for a National Institute of Education which will coordinate all research and development in education. It also provides for the elevation of adult and occupational education to the highest level in the federal structure and makes post-secondary education more easily available for all our citizens.

Two major new national program priorities are now being stressed in the United States. One of these is Career Education which brings together, at all levels, occupational and academic education. In essence, it provides an educational program coordinated from the cradle to the grave. It emphasizes occupational awareness at the lower levels of elementary school as a part of the regular school program. At the middle school and junior school level it emphasizes occupational orientation and exploration. At the senior high school and post-secondary school level preparation for the world of work and placement in jobs both part-time and full-time is stressed. Career Education at the adult level hopes to make available to all our citizens educational opportunities to upgrade themselves in their present positions, to train for new careers and to receive adequate career guidance and counseling. The other new major national priority is our "Right to Read" program, which coordinates very closely with our existing adult basic education program and has as its objective not only the improvement of reading at all levels of education but also the total elimination of illiteracy in our country within this decade.

Mr. President, I wish to present at this time a most distinguished educator, Dr. Wilson Riles, the Superintendent of Public Instruction and Director of Education in the State of California. Dr. Riles is the highest ranking educational administrator in the State of California and was elected to this position by the people of our nation's most heavily populated State. Dr. Riles will complete our brief summary of adult educational developments in the United States during the period under review and will discuss their effects on the democratization of education. I am pleased to present Dr. Riles.

STATEMENT OF DR. WILSON C. RILES IN THE FIRST PLENARY SESSION
OF THE THIRD UNESCO INTERNATIONAL CONFERENCE ON ADULT EDUCATION
TOKYO, JULY 25-AUGUST 7, 1972

Mr. President:

Since education in the United States is decentralized and represents a partnership among the Federal, State and local sectors, I am glad to supplement our Delegation Chairman's remarks by commenting briefly on the status and direction of adult education in the State of California, the largest in the Union.

One of the strongest features of California's public school education system is its emphasis on adult education. California is widely acknowledged in the United States as a leader in this field. It was one of the first States to adopt a formal program on a statewide basis. The first evening school for adults in California was opened in San Francisco in 1856 to provide remedial instruction in reading, writing, and arithmetic. From this modest beginning, we have seen the growth in the number of offerings and the expansion of the program to all areas of the State. Today approximately 300 high school districts and 69 community college districts in California provide adult education opportunities. The most recent enrollment statistics indicate that over a million adults and out-of-school youth were enrolled during this last school year. Approximately one-third are enrolled in vocational training and re-training, and the remainder are in the area of civic education, parent education, programs for handicapped adults and the elderly and various cultural and avocational pursuits.

However, our Delegation is convinced that the concept of life-long learning must take on even greater significance in the 1970's. The changes that are occurring in the fields of technology, economics, sociology, and biology make it mandatory to provide continuing education for all our citizens. If we are to fully democratize adult education, it will in our view be necessary not only to make courses available to all adults, but to utilize to a greater degree informal an well as formal structures. Learning opportunities should not only be accessible, but convenient - especially to adults who are less privileged. We must also use innovations which motivate adults to continue their learning in settings other than clsssrooms. We expect to provide learning opportunities in partnership with business enterprises, museums, libraries, and civic and cultural organizations.

In summary, we are seeing in this generation adults who are living in a world that is different in its initial character from the world into which they were born. Dr. Margaret Mead, a United States anthropologist, has aptly described the dilemma which confronts us. In her words: "We are now at a point where we must educate students in what nobody knew yesterday, and prepare them for what no one knows yet, but what some people must know tomorrow."

Because of time limitations, Mr. President, I can only highlight some of these concepts. But I shall be pleased to discuss these ideas informally with individuals from other delegations or in the appropriate commissions.

Thank you Mr. President.

STATEMENT OF THE U.S. DELEGATION CHAIRMAN, DR. ROBERT M. WORTHINGTON, AT THE FINAL PLENARY OF THE THIRD UNESCO INTERNATIONAL CONFERENCE ON ADULT EDUCATION, TOKYO, JULY 25 - AUGUST 1972

Mr. President:
Ladies and Gentlemen:

On behalf of the United States Delegation, I wish to propose a motion calling for the deletion of paragraphs 21, 22 and 23 from Part I, Introduction, Page 4, CONFEDAD/8 of the Draft Final Report.

This motion is substance merely reflects the almost universal sentiment of the assembled delegates and your ruling from the chair, Mr. President, at an earlier plenary that there are more appropriate forms for political debate than at a conference calling distinguished scholars and educational administrators from the entire world to discuss the improvement and expansion of adult education in the context of life-long education.

I wish to emphasize and reiterate what I mentioned in more abbreviated form at the plenary in question that the United States regards the political attack by the delegate from Cuba on the United States, the Republic of Korea, the Republic of Vietnam and the Khmer Republic as ill-advised and totally inappropriate for a world conference called by UNESCO on adult education. Moreover, we sincerely believe that the records and report of this conference on adult education are not a suitable place to establish the political positions of, or record the individual statements made by any delegation.

It is our understanding that a resolution approved by the United Nations General Assembly made it perfectly clear that controversial political subjects of the nature raised by the Cuban delegate should be decided by the General Assembly. It is worth recalling that this august body has equal representation from every Member State represented here today. This resolution also made manifest that subsidiary organs of the United Nations should follow the lead of the General Assembly.

As a matter of record, I have here three final reports of previous international educational conferences-- two regional and one world-wide -- conducted by UNESCO. These are specifically the Second Conference of Ministers of Education of Member States in Asia held in Bangkok in November 1965; the Third Regional Conference of Asian Ministers of Education held in Singapore last June, 1971; and the final report of the Second World Conference on Adult Education which was convened by UNESCO in Montreal in August 1960, exactly twelve years ago. I note that none of these documents include either in their introductions, substantive sections, conclusions or annexes any reference to controversial political

problems, even though our Delegation is aware that such political questions were presented at these meetings. In view of this fact, it would appear, Ladies and Gentlemen, that the General Assembly is the most suitable forum for Member States to initiate political discussions of the nature raised by the delegate from Cuba.

In summary, the United States believes that the recording in this Conference of actions other than those concerned with adult education in the context of lifelong learning is wholly inappropriate. It is contrary to the policy of the United Nations General Assembly. Mr. President, the United States therefore requests that any reference to the Cuban delegate's political intervention and the ensuing debate by other Member States be entirely stricken from the Conference Report. An immediate vote of the entire conference on this question is also requested. Thank you, Mr. President.

THE IMPLICATIONS OF CAREER EDUCATION FOR ADULT EDUCATION IN THE UNITED STATES

Background Paper Presented B :

Dr. Robert M. Worthington, Chairman,
United States Delegation and
Associate U.S. Commissioner of Education

At The

Third UNESCO International Conference on
Adult Education

Tokyo, Japan

July 25 - August 7, 1972

I am very pleased on behalf of my government to have an opportunity to address this distinguished group of educators, government officials, businessmen, and other leaders gathered here in Tokyo for the Third International Conference on Adult Education convened by UNESCO. Much has happened in the United States in the twelve years since the 1960 Montreal conference in terms of our perspectives on adult education. I want to discuss today the developing concept of Career Education and its implications for adult education in the United States.

Although there are more than 20,000 possible careers in America, diverse enough to encompass everyone's interests and abilities, each year more than 2.5 million of our young people leave our high schools and colleges with no planned career and few, if any, marketable skills. It costs us $28 billion a year to "educate" them for potential failure.

Despite our concerted efforts in recent years to make education more relevant for all the students in our schools, our record is still not very encouraging either in terms of human resources or financial investment. Consider for example that;

- There is increasing separation between students and the world of work. They feel they are not needed by our technological society since fewer and fewer workers are needed to produce more and more consumer goods.
- About one-third of all American students pass through high school via what we call the "general curriculum," a type of education which leaves its graduates neither trained with a salable skill nor qualified to pursue higher education.

- There is, in many of our schools, an undesirable counter-productive separation of the vocational education, general education, and the academic curricula, with the result that those in the vocational curriculum are often viewed as low status individuals, while those in the academic curriculum emerge with little contact, preparation toward, or qualification for the world of work.
- Because of the widely held view that a degree is the only kind of socially acceptable occupational preparation in our society, many high school students choose academic preparation. However, many of these students do not go on to college and more begin than complete ... In addition, the numbers who do complete college are increasingly out of proportion to the occupational opportunities in our society. In fact, the Bureau of Labor Statistics of the U.S. Department of Labor predicts that in the foreseeable future, nearly 80% of the jobs to be filled will not require a college degree. This is not to imply that a college education has no value other than that of preparing a student to procure employment. We fully recognize the fact that the educated adult mind is essential to our citizen-guided [illegible] concept. However, we do believe that there has been a false assumption in our society that you need a college education to get a job.

  [illegible]it system often results in hasty career decision making [illegible] to offer individuals the option of changing directions [illegible] of preparation or of obtaining new training [illegible] occupations later in life.

- Our current system neither provides students with adequate career guidance and counseling while in school nor adequate opportunities for counseling, retraining, and re-entry once they have left the system. Our economy which is based upon technological change, where the rate of change itself is ever increasing, thus freezes out a large number of adults who do not have an adequate level of education.

Other industrially advanced nations faced with similar problems of economic growth have solved them in a variety of ways. In the United States our response is Career Education. We think it is an absolute necessity for a healthy, expanding post-industrial society. Let me explain what we mean by the term.

Career Education is a revolutionary approach to American education based on the idea that all educational experiences, curriculum, instruction, and counseling should be geared to preparing each individual for a life of economic independence, personal fulfillment, and an appreciation for the dignity of work. Its main purpose is to prepare all students for successful and rewarding lives by improving their basis for occupational choice, by facilitating their acquisitions of occupational skills, by enhancing their educational achievements, by making education more meaningful and relevant to their aspirations, and by increasing the real choices they have among the many different occupations and training avenues open to them. While it is anticipated that Career Education would increase the opportunities available to the disadvantaged, it is not explicitly designed to involve

any particular group or segment of society. It is directed at changing the whole educational system to benefit the entire population.

Career Education recognizes the critical decision points when students must be prepared and equipped to decide whether to pursue a job or further education or some combination of both work and formal study. It is a lifelong systematic way of acquainting students with the world of work in their elementary and junior high school years and preparing them in high school and in college to enter into and advance in a career field of their own choosing. For adults it is a way to re-enter formal as well as informal programs of education at any time to upgrade their skills in their established career field or to enter a new career field. It is similar to vocational education, but there is a fundamental distinction. For while vocational education is targeted at producing specific job skills at the high school level and up to but not including the baccalaureate level, Career Education embraces all occupations and professions and can include individuals of all ages whether in or out of school.

Career Education, as the United States envisions it, has five levels which are not distinct and often are overlapping. Each level has appropriate academic as well as vocational education. The first is the level of career awareness from kindergarten through the sixth grade. The second is occupational information and career exploration ranging from grades seven through nine. The third is specialized job training and placement extending from the tenth through the twelfth year of schooling. The fourth is specific occupational preparation at the post-secondary level. And the fifth and

most important level is adult and continuing education. It is concerned with the continued personal developement and enrichment of the adult citizen as a decision maker at a time when he faces the challenges of family life, community problem solving, expanded leisure time due to the trend toward a shorter work week and increased mechanization, and the estimated 8 to 12 career changes he will have to make during his working lifetime. It is the most important level from a time-line viewpoint since an adult has approximately two-thirds more time to learn than his younger counterpart who has generally completed his formal educational preparation during the first third of his life span.

The U.S. Office of Education has grouped all of the various possible careers into families of "clusters" of occupations as follows: AGRIBUSINESS, BUSINESS AND OFFICE, HEALTH, PUBLIC SERVICE, ENVIRONMENT, COMMUNICATIONS AND MEDIA, HOSPITALITY AND RECREATION, FINE ARTS AND HUMANITIES, MANUFACTURING, MARKETING AND DISTRIBUTION, MARINE SCIENCE, PERSONAL SERVICES, CONSTRUCTION, TRANSPORTATION, AND HOMEMAKING.

We are developing four research models to help schools, colleges, employers, and others visualize and begin to work out their own approaches as they adapt the concept of Career Education to the particular needs of their States, cities, and communities. The first of these is the:

School-based Model. In the early grades Career Education means that the vital academic program is expanded to make children aware of the many fields of endeavor open to them in coming years.

Teachers are trained to relate a science lesson, say, to a career in X-ray technology or oceanography. Curriculum specialists organize course work in social studies to include future job possibilities as an historian, geographer, cartographer, artist, printer. Guidance counselors -- in the elementary as well as secondary schools -- build field trips to factories, shipyards, and salesrooms into career orientation.

In junior high school, Career Education encourages students to explore in some depth two, three, or more broad career clusters. For example, a student's outside interest in an American government course could be keyed to his interest in public service or communications. His field trips might concentrate on visits to his State legislature and to newspapers and radio and TV stations. Students interested in construction could actually take and analyze soil samples and string electric cables.

By senior high school, each student should have made a tentative career selection and begun appropriate training. In the health field, students who want to be paramedics might work part-time in a nearby hospital, along with students who plan to be doctors and pharmacists. All would take the same academic program. Each would leave high school with a skill that has market value immediately or that can be applied to advanced education for a professional degree.

In the 1971-1972 school year, the Office of Education funded pilot projects in six school districts that were already well along in developing the Career Education concept: Mesa, Arizona; Los Angeles, California; Jefferson City, Colorado; Atlanta, Georgia; Pontiac, Michigan; and Hackensack, New Jersey.

In these six projects, the year was devoted largely to planning, teacher training, and curriculum development. About 85,000 students will become fully involved next fall.

In addition, 100 mini-model projects -- at least one in each State -- are serving 700,000 students under small grants authorized by the Vocational Education Amendments of 1968.

The second of these models is the Employer-based Model. This is a total education program for a cross-section of youngsters aged 13 to 18 who find their school offerings unchallenging and want to try a different approach to learning. Operated by a consortium of public and private employers, this model program will use employer know-how and, where appropriate, employer facilities. It will provide both academic and job-related preparation. Students will graduate from the employer-run program with credentials at least equal to those offered by their high school, or they will return to their high school with full credit for work completed. Projects serving about 100 students each will get under way this fall in Portland, Oregon; Charleston, West Virginia; Philadelphia, Pennsylvania; the San Francisco Bay Area; and perhaps one or two other sites.

The third of these models is the Home-Community Model. Designed to enhance the employability of out-of-school adults, this approach will use TV and radio programs to encourage people to utilize career services available in their own communities. Project staff will provide counseling, guidance, and some instructional services. The staff will also assess community effectiveness in providing career training and recommend new services as needed. The Rand Corporation has analyzed four successful TV programs for compatability with a Career Education series keyed to the home-community model. Under a $300,000 contract, the Educational Development Center in Newton, Mass., is studying the potential population of participants, developing an evaluation plan, and drafting concepts in ways in which media and community efforts could most effectively mesh.

The fourth of these models is the Rural-Residential Model. Designed for disadvantaged families living in remote rural areas with few career opportunities. This model provides the opportunity to move temporarily to a training center where every member of the family can learn new skills for employment, homemaking, or further study. The first group of families is now training at a pilot center on part of an Air Force base near Glasgow, Montana. By the fall some 200 families should be in residence. The program is operated under a $4 million grant from the Office of Education by the Mountain-Plains Education and Economic Development Program, Inc. The center serves residents of Idaho, Montana, Nebraska, North Dakota, South Dakota, and Wyoming.

In addition to research and development support for the four Career Education models, the Office of Education held 16 regional workshops this Spring to bring industry, labor, civic, and ethnic representation into the growing dialogue about Career Education. More than 1,200 spokesmen for some 30 national organizations met with Federal, State and local school educational leaders to map strategies for similar workshops in their States and communities.

The Office of Education also sponsored conferences of teacher educators to develop in-service and pre-service training programs for teachers. For example, education deans of 75 major American colleges and universities were convened to explore ways of building Career Education into their undergraduate preparation of teachers. The deans in turn nominated senior professionals from their schools of education to attend subsequent workshops.

The Office of Education also supports curriculum development in the 15 occupational clusters. We have developed and tested in 25 schools over a 3-year period junior high curriculums for the construction and manufacturing clusters. We have invested $2 million in this development effort.

Commissioner of Education, S. P. Marland, Jr., has made Career Education a top priority of the U.S. Office of Education, utilizing $114 million in Fiscal Year 1972 to support the initiatives. He has asked Congress for nearly $55 million more for Fiscal Year 1973.

President Nixon supports Career Education as a White House priority, giving it special emphasis in his 1972 State of the Union Message to Congress. He said: "Career Education is another area of major emphasis, an emphasis which grows out of my belief that our schools should be doing more to build self-reliance and self-sufficiency, to prepare students for a productive and fulfilling life. Too often, this has not been happening. Too many of our students, from all income groups, have been 'turning off' or 'turning out' on their educational experiences. And - whether they drop out of school or proceed on to college - too many young people find themselves unmotivated and ill-equipped for a rewarding social role. Many other Americans, who have already entered the world of work, find that they are dissatisfied with their jobs but feel that it is too late to change directions, that they already are 'locked in.' "

"One reason for this situation is the inflexibility of our educational system, including the fact that it so rigidly separates academic and vocational curricula. Too often vocational education is foolishly stigmatized as being less desirable than academic preparation. And too often the academic curriculum offers very little preparation for viable careers. Most students are unable to combine the most valuable features of both vocational and academic education; once they have chosen one curriculum, it is difficult to move to the other."

"The present approach serves the best interests of neither our students nor our society. The unhappy result is high numbers of able people who are unemployed, underemployed, or unhappily employed on the one hand - while many challenging jobs go begging on the other."

"We need a new approach, and I believe the best new approach is to strengthen Career Education."

"Career Education provides people of all ages with broader exposure to and better preparation for the world of work. It not only helps the young, but also provides adults with an opportunity to adapt their skills to changing needs, changing technology, and their own changing interests. It would not prematurely force an individual into a specific area of work but would expand his ability to choose wisely from a wider range of options. Neither would it result in slighting of academic preparation, which would remain a central part of the educational blend."

"Career Education is not a single specific program. It is more usefully thought of as a goal - and one that we can pursue through the many methods. What we need today is a nationwide search for such methods - a search which involves every area of education and every level of government. To help spark this venture, I will propose an intensified Federal effort to develop model programs which apply and test the best ideas in this field."

"There is no more disconcerting waste than the waste of human potential. And there is no better investment than an investment in human fulfillment. Career Education can help make education and training more meaningful for the student, more rewarding for the teachers, more available to the adult, more relevant for the disadvantaged, and more productive for our country."

Members of the U.S. Council of Chief State School Officers representing each of the States and Territories have pledged a major effort to gain legislative and public endorsement in their individual States. Several State legislatures have already approved substantial sums to design and implement Career Education programs in-school districts.

Large city school systems turning to Career Education as their basic design include those of Dallas, Texas and San Diego, California.

Many professional educational associations have devoted conferences and field investigation to a better articulation of the concept, problems, and potential of Career Education.

Career Education is clearly then an idea whose time has come and its implication for the future of adult education in the United States are many and obvious. It is essential that this concept encompass the entire educational system and all its participants because there can be no adult education program developed which is completely separate from education for young children, adolescents, and college age students. The provision of any new system for education which is geared to the needs of individuals who have completed their typical formal education must constitute the development of a basic factor which redesigns and re-determines the fundamental form of the entire educational system from pre-school through college.

The United States has long been a credentialed society and adult education has traditionally been active in preparing people for it.

Basic skills courses, high school programs, and job skill classes have helped provide adults with the skills to get and keep jobs and to live happy and productive lives. Remedial and retraining programs have thus shaped our approach to adult education in the past. But the Career Education reform movement, presently underway in the United States, seeks to establish a new relationship between education and work. It encompasses not just preparation for low skill work or for the limited number of top professional posts but education for all types of work. It recognizes that the only true form of unemployment insurance in a technological society is a program of education and training which provides people with the skills needed in that society. Career Education has special implications for adult education in a competency based credentialling society.

As I indicated previously, Career Education beyond the high school includes any preparation required by an individual so he can enter employment at any remunerable task; to improve his knowledge or skills as they relate to his job; or to prepare for a new one at whatever stage in his working career (or careers) that such education might be beneficial to him. Thus described, Career Education has no new elements in it from a decade or even a century ago. What is significant and new about it now is the context and the relationship of preparation for the work in our present society and that of tomorrow compared to past practice and the nature of the world of work half a century or two decades ago. The need for retraining and upgrading adults within Career Education has been brought about by the phenomenal growth in the service industry which has been observed by economists in the past several years in the U.S.

This shift toward a service oriented economy is one of the most important considerations affecting the nature, type, and period of training and education for the young as well as the adults in our society. To be specific Dr. Herbert Striner in a study done for the Upjohn Institute for Employment Research found that: "In 1947, the goods producing industries employed 26.4 million people in America. At that time the service producing industries employed 25.4 million people. But by 1969, a radical shift in these proportions had taken place: in the goods-producing industries employment stood at 27.8 million while in the service-producing industries employment had skyrocketed to 46 million. It is projected that by 1980 goods production will employ 30 million people."

This phenomenon represents more than a shift of interest to persons concerned with the composition of the labor force. It represents a tremendous potential for employee mobility as well as a need for constant training to provide for the skills necessary in our ever-changing, service oriented economy. With continuing displacement of labor in the manufacturing industries at the low end of the skill level, we will have to provide persons remaining in the manufacturing industries with the means of acquiring continuous upgrading of their skills. The nature of jobs, although perhaps more repetitious will probably require much more in the way of abilities to handle complicated printout electonic mechanisms, indicator mechanisms, and complex monitoring system. In the service industries, such fields as government (local, State and Federal), wholesale and retail trade, finance, insurance, real estate, transportation, public

utilities, health, automotive repair, and air conditioning will require employees whose initial backgrounds and training are fairly extensive and technical, and who can participate in continuous upgrading and training in depth, made necessary by constant changes in the nature of the services.

Manufacturing industries, more often than service industries, have been related to specific geographical sites. As a result, employees of these types of industries did not have the usual motivation to think of geographic mobility. Instead, their life-styles in terms of buying homes and sinking roots into a local community reflected the fact that the jobs they were doing were ones which would keep them in a specific area throughout their working lifetime. This is not so in the case of the service producing industries. The trained secretary, the insurance salesman, the bank clerk, the medical technician, the mechanic - all possess a greater degree of physical mobility than do persons typically employed in the manufacturing or goods producing sector. Hence, these individuals will be free to move with their families to acquire jobs which are more attractive than the ones they currently have, even though those jobs may be in the same particular type of industry.

Therefore, as many leading educators have pointed out, it will be necessary to provide continuously the adult education which is necessary to upgrade individuals and to improve their ability to market their skills in any part of the country. We believe Career Education will fill this need because wherever there are surplus workers of a particular type, they will be able to move fairly easily into training programs for

new careers with adequate career guidance and counseling to help them make a choice.

The accumulated results of applied science and technology in all facets of production have radically changed the world of work during the last half of the twentieth century. A more demanding educational preparation is required today in which the necessary specialized skills must be learned and refined by adults after high school. Machines have taken the place of the unskilled worker in our mines, forests, factories, and on our farms and are rapidly displacing the unskilled in offices, transportation systems, and in most other major fields of employment. In the past many jobs could be learned by a person working beside an experienced worker and observing and learning those elements of the work which comprised most of his employment activities on the job. He needed only to bring to the job a limited amount of basic educational preparation. In recent years, however, the U.S. has aspired to a level of general literacy which would have all people able to read and to write and to exercise a functional literacy with regard to arithmetic, social understandings, and the tools which basic education provide as a basis for learning to live and earn a living in society. To achieve this goal now, it is necessary to provide a broad educational base plus vocational skills for subsequent specialization required for employment.

With the unskilled worker largely displaced, the U.S. is faced with an educational problem never before confronted to the same degree by any other society. Our social heritage and mores have been built on the concept that most of our population must work to support themselves and satisfactorily fulfill their lives.

There is no alternative to providing a better education for our people because the technological society in which we now live will become more complicated rather than less. Technology will not disappear. It is here to stay. We must prepare our people for it. The necessary preparation is an educational problem which we believe can be solved in large measure by Career Education. The emphasis on Career Education in the United States is based on the rapid growth of technology and its concommitant effect on the lives of the American people.

Almost all professionals, most technicians and similar supportive specialists, and many skilled workers will continue into educational institutions beyond the high school before they enter the work for which their career preparation equips them. Almost all of these workers will, at various times in their adult lives, return to institutions beyond the high school for formal upgrading, updating, or additional preparation for their careers or to qualify for new careers in order to cope with changes in technology which affect their choice of occupations.

Under Career Education, persons who seek a career in one of the recognized professional fields may follow a traditional baccalaureate program or other more flexible competency based programs designed to prepare them for their particular profession. They may be doctors, lawyers, clergymen, teachers, managers of businesses, artists, and those people who traditionally require a baccalaureate degree plus additional education of the formal kind usually found in colleges, universities, or specialized professional learning centers.

Generally speaking, these people need the broadest base of underlying organized and theoretical knowledge plus their specialized knowledge and skill preparation, whatever their field. Usually the entry level for their own chosen professional career requires graduation with a baccalaureate degree and often further study.

A major Career Education emphasis then must be to provide educational opportunity and encouragement to more adults. We in the United States recognize that an investment in adult education increases our nation's human capital without which we cannot remain a viable partner for world betterment. Other nations such as Denmark, France, and West Germany, to name a few, have dealt with the problems of economic growth in an advanced industrialized society by reconceptualizing the role of adult education. We are following suit by the installation of Career Education because we have come to realize that our economy whose expansion depends heavily upon new products, new technologies, and new distributions of incomes must also have a labor force constantly being refitted, retrained, and re-educated to meet these needs.

Career Education will specifically help adults upgrade their skills and knowledge on their present jobs, learn new skills and knowledge to advance their careers, retrain for new jobs when their present jobs have been eliminated by organizational or technical changes and provide saleable skills to those who have never before been in the work force. It will also provide specialized educational services for women who have already raised families or who must supplement family income or provide all of it; For older workers at all levels displaced by younger, better prepared workers; For retired

military of other persons who want to enter a new field of employment; and for scientists, managers, and other professional leaders who have been displaced by such national technological goal changes as from aerospace to oceanographic study or environmental improvement. We recognize that training and education are essential for an appropriate job-role in our modern society. But beyond that, re-entry into the educational system is equally essential in our new world of work. Not only do the new jobs call for skills resulting from training and education, but the nature of our jobs is such that even high-skill jobs phase out or are changed, so that new skills must be acquired by many already skilled people if they are to remain employable throughout life. And this is increasingly important since people now live longer than formerly and are healthier for a greater part of their lives. The responsibility for providing a means to start where the previous educational preparation left off and to equip them to do work by which they can support themselves with dignity and self-respect is our responsibility. Institutions of many kinds can make a contribution to the saleable skill development component of Adult and Post-Secondary Career Education, such as junior and community colleges, technical institutes, area vocational schools, divisions of four year collegs, both private and public, and proprietary business and technical schools.

More programs to serve these able, motivated, but under-prepared adults are also needed. We now know how to organize such programs; and we as educational leaders cannot fully meet our obligations without providing these necessary services to all who need them.

As indicated earlier, several Western European countries have already responded to the need for developing an educational system which continues throughout the life of the individual to provide him with the skills necessary for his own personal gratification as well as the skills which are necessary to the economy. These countries have analyzed the changing matrix of job-skills which have accompanied the technological dangers in their economies, and have recognized the increasing sense of personal frustration for adults who have not been equipped to participate as the economy and the society change. We in the United States also see adult education as a crucial factor within Career Education for transforming the entire American education system.

The transformation will be permanent in nature and provide a system of continuous career guidance whereby the individual's personal aspirations, avocational, and vocational objective needs may be reconciled. Individuals will be encouraged to develop creative faculties, spontaneous reactions, and critical outlooks, all of which are of immense importance in a highly organized society in which science and technology predominate. In addition the individual will utilize the principle of self-education under the active guidance of teachers by means of the widespread use of up-to-date educational technology communications techniques and group dynamics. As part of this transformation, Career Education will focus on the adult as a citizen in our participatory democracy - that is, one who governs himself and seeks to shape the society and environment in which he lives. It will also focus on the adult as a family member and as a parent because recent research indicates that when the whole family is involved in learning

activities the children stand to gain very directly. Their attitude is changed to one of curiosity which results in lifelong habits of knowledge seeking which can be transmitted through generations. Consequently, adult Career Education is as much concerned with preparing the next generation for responsible and fulfilling adulthood as it is with preparing those individuals who are presently adults to meet their immediate occupational and citizenship goals.

Since the last international conference then, adult education has taken on several new aspects. Statistics show that adults in the United States are looking more and more to adult education as a means for the individual to solve immediate problems and that there is increasing acceptance of the idea that learning throughout life is an ongoing process. Rapid social and economic changes have created societal pressures that have presented adult education its greatest challenge - equipping people to give intelligent and orderly direction to this change.

Today, when more than 70 million American adults still face life without a high school education and countless others need new competencies to obtain jobs and upgrade job skills, the need for lifelong career education is urgent.

Adult needs for career oriented education are presently met by a variety of agencies and groups, both public and private - adult educators, vocational educators, manpower educators, and vocational rehabilitation educators - all of which have an interest in the adult learner. There is a need however, to coordinate efforts of these groups through Career Education to reduce program duplication and improve adult learning opportunities.

Our adults, most of whom are mature and talented but may be handicapped by academic, socio-economic, or other circumstances represent an invaluable pool of human resources which must be developed if our society is to remain spiritually and economically healthy and remain a resource for international development. We believe that Career Education is one of the keys to this development.

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